

EXECUTIVE OFFICE OF HUMAN SERVICES

PRISON OVERCROWDING: A PROGRESS REPORT

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Michael S. Dukakis, Governor
Philip W. Johnston, Secretary



PRISON OVERCROWDING: A PROGRESS REPORT

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FORWARD

Prison Overcrowding: A Progress Report is the product of an inter-agency policy group which has been responsible not only for developing plans to end prison overcrowding in the Commonwealth but also for ensuring that those plans are implemented in the most efficient and effective manner. The policy group, composed of key personnel from the Executive Office of Human Services, the Department of Correction, the Massachusetts Parole Board, the Executive Office of Administration and Finance, the Division of Capital Planning and Operations, the Governor's Office and the Massachusetts Committee on Criminal Justice, have met regularly to:

- Monitor prison overcrowding and the progress that is being made to relieve overcrowding;
- Address issues regarding the implementation of Special Messages I and II; and
- Plan for additional steps, as necessary given the escalation in the prison population, to further increase the capacity of our correctional facilities.

We are strongly committed to ending overcrowding, and we will continue to work closely together to make sure that prison overcrowding is eliminated. This report documents our progress to date and the decisions that have been made while implementing our plans to end prison overcrowding in the Commonwealth of Massachusetts.

I. Introduction

Since the enactment of Special Message I and Special Message II on prison overcrowding, the Administration has continued to work aggressively toward its goal of eliminating crowding in the Commonwealth's prisons, jails and houses of correction. Through the intensive efforts of the Executive Office of Human Services, the Department of Correction, the Massachusetts Parole Board, the Executive Office of Administration and Finance, the Division of Capital Planning and Operations, the Governor's Office, the Massachusetts Committee on Criminal Justice and the County Sheriffs, working closely together, we have made substantial progress. We have every confidence that our expansion plan, outlined below, is a balanced and realistic approach which will ensure the system's ultimate success.

The key components of this plan include:

- Accelerated construction of new facilities;
- Expedited expansion at existing facilities to bring new beds on line as quickly as possible;
- Establishment of immediate beds to relieve overcrowding while permanent capacity is designed and constructed;
- Preservation of existing capacity and replacement of older beds as they become obsolete;
- Expanded programming by the Department of Correction, the Massachusetts Parole Board and the County Sheriffs to support rehabilitation and community reintegration efforts;
- State assistance to the counties in their efforts to address overcrowding; and
- Development of programmatic alternatives to incarceration to reduce the need for prison space.

Collectively, these initiatives, supported by the Legislature through a \$490 million capital construction program and a substantial expansion of annual operating funds, represent a comprehensive approach to overcrowding by addressing both the immediate and long-term needs of state and county corrections. The implementation of these initiatives will ultimately increase the combined permanent bed capacity of our state and county correctional facilities from 7,129 beds to 11,574 beds. The following table summarizes prison bed expansion projects.

Table 1: PRISON BED EXPANSION PROJECTS*

A. Bed Project Summary

	<u>New Beds</u>	<u>Replacement Beds</u>	<u>Total Beds</u>
Special Message I	1493	933	2426
Special Message II			
Capital Funds	1420	650	2070
FY' 87 Budget	685	0	685
Other DOC Capital Funds	747	273	1020
County Grant Programs	<u>100</u>	<u>0</u>	<u>100</u>
TOTAL	4445	1856	6301

B. Capacity

	<u>Current Capacity</u>	<u>New Bed Projects</u>	<u>Projected Total Capacity</u>
State	3,633	3,137	6,770
County	<u>3,496</u>	<u>1,308</u>	<u>4,804</u>
Total	7,129	4,445	11,574

In addition to the expansion projects, we anticipate a savings of 320 beds. The development of alternatives to incarceration will yield a savings of 250 beds. Funding for these programs has been requested for FY '88. We also have achieved a savings of 50 beds through the Springfield Day Supervision Center in Hampden County and a savings of 20 beds through the Department of Correction's SUPPLE program.

*Breakdown by project and bed numbers attached as Appendix I.

II. PRISON OVERCROWDING TODAY

Since January 1984, over 2,500 state and county inmates have been added to our correctional systems, increasing the population by 32%. The accelerated population growth continues. In the first three months of 1987, the population has grown by over 500, over 80% of the population increase experienced in all of 1986. As of April 7, 1987, the combined state and county population was 10,739 (state - 5,972; county - 4,767). Table 2 and the graphs below document the growth of our prison population from January 1984 to March 1987.

TABLE 2: STATE AND COUNTY POPULATION
SELECTED MONTHS: JANUARY 1984 - MARCH 1987

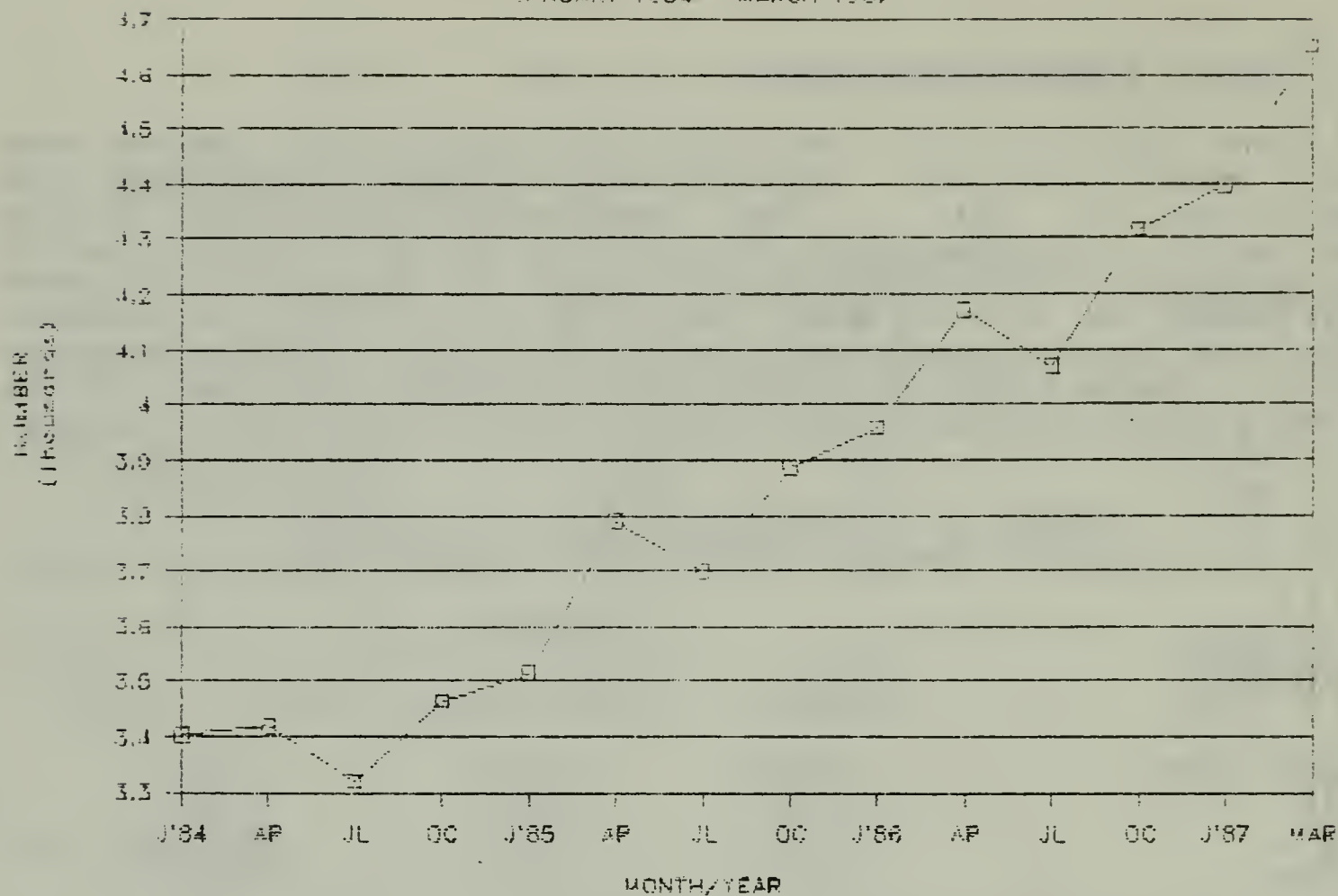
<u>MONTH/YEAR</u>	<u>NUMBER</u>		
	State	County	State & County
January 1984	4,589	3,404	7,993
April	4,803	3,420	8,223
July	4,906	3,319	8,225
October	4,954	3,465	8,419
January 1985	5,020	3,516	8,536
April	5,169	3,789	8,958
July	5,257	3,698	8,955
October	5,373	3,886	9,259
January 1986	5,408	3,959	9,367
April	5,575	4,172	9,747
July	5,632	4,069	9,701
October	5,710	4,318	10,028
January 1987	5,745	4,398	10,143
March	5,909	4,552	10,560

Note: The former Department of Correction count sheet for the county correctional system did not include the capacity or the population for the Middlesex County Jail in East Cambridge. Accordingly, the above numbers also do not include the population at that facility nor do the population numbers cited elsewhere in this report. Population at the East Cambridge Jail is approximately 190 with a design capacity of 161.

Commitments to the Longwood OUI Treatment Center (county inmates in DOC custody) are included as part of the county population and capacity.

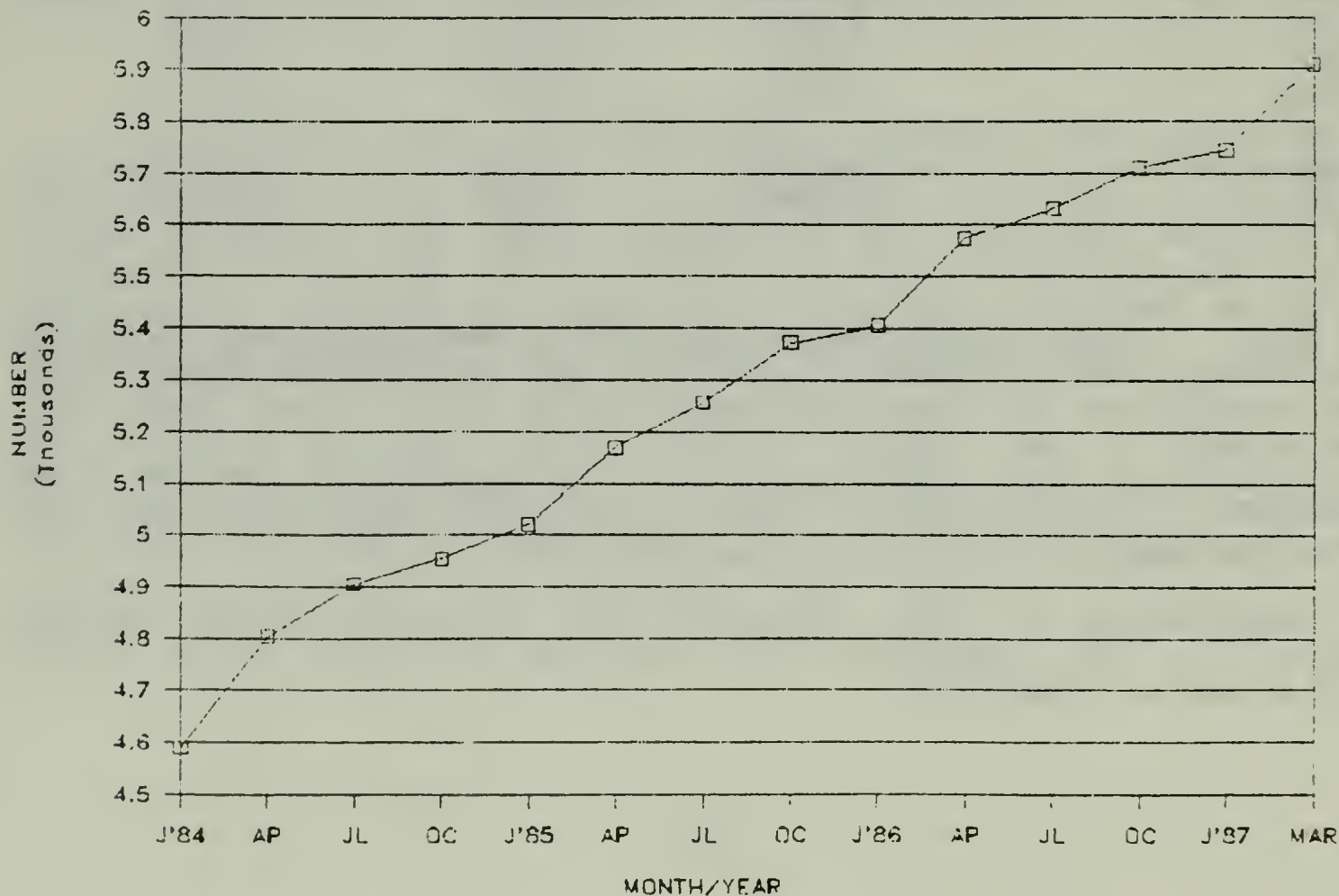
COUNTY POPULATION

JANUARY 1984 - MARCH 1987



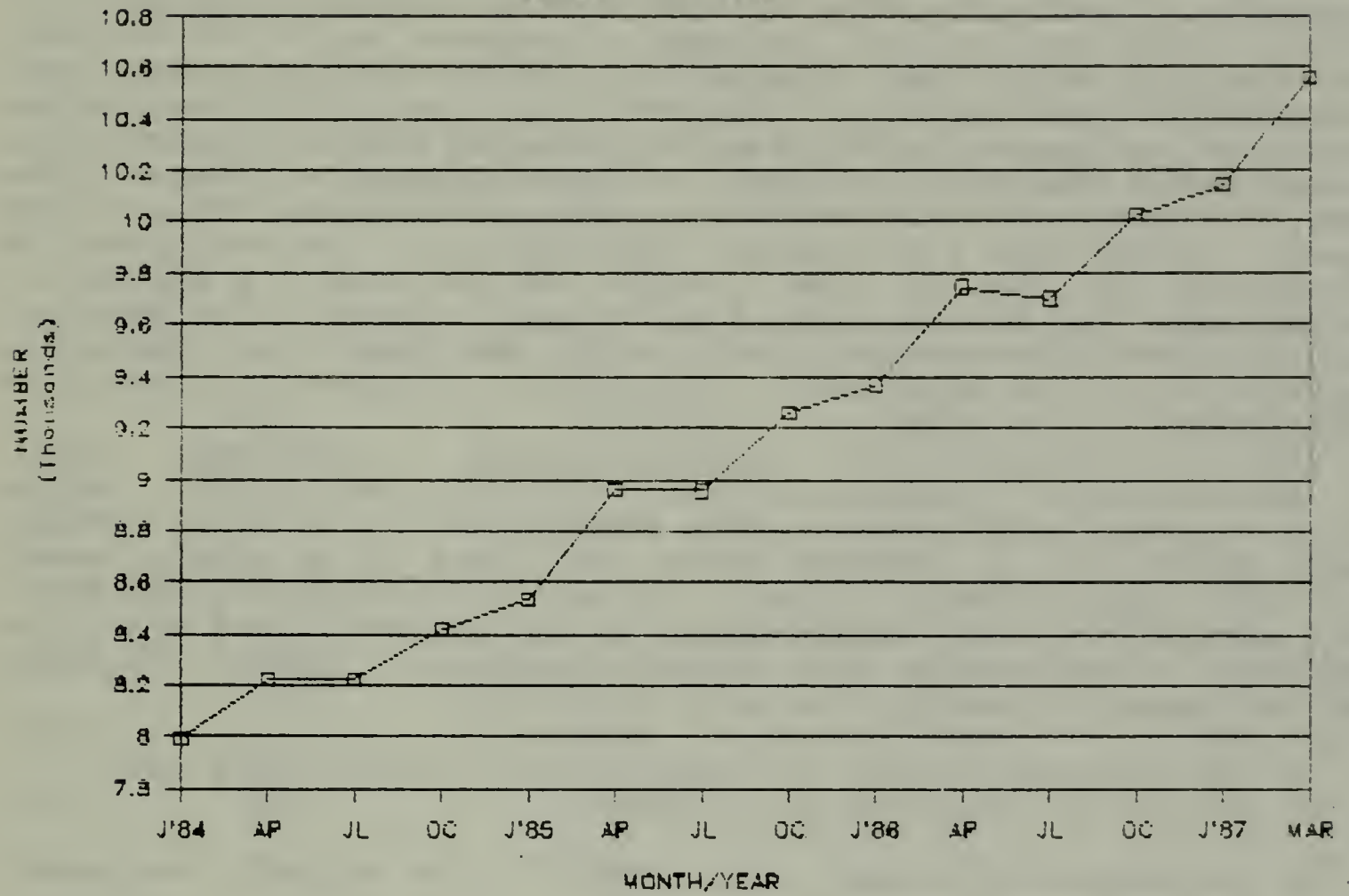
STATE POPULATION

JANUARY 1984 - MARCH 1987



STATE & COUNTY POPULATION

JANUARY 1984 - MARCH 1987



The population has grown beyond all expectations. Previous population projections anticipated -- in light of patterns of criminality and demography -- that under the existing sentencing structure we would see the population peak at 10,069 in 1987, and decline each year thereafter, while the population under presumptive sentencing, influenced by similar factors, was projected to peak in 1989 at 10,362. We have surpassed these numbers and the need to update our projections is clear. Since 1984, a new factor has crept into the calculus, causing a trend upward rather than the intended leveling off. The Department of Correction is now in the process of revising the population projections for both the state and county systems. The National Institute of Corrections (NIC) will be providing technical assistance to the Department in revising the previous population projections.

Massachusetts prisons and jails now hold over 10,700 inmates in a correctional system with a capacity of 7,129 beds. Prison overcrowding is a complex issue, and there is no single reason for the unprecedented growth in our incarcerated population. The population has mainly grown to its present state due to an increase in admissions that outpaces releases. We can attribute the increases to several factors, including:

- An increased number of commitments to both state and county correctional facilities;
- A dramatic increase (42%) in the use of Walpole sentences rather than Concord sentences;
- An increase in the number of parole violators who are re-incarcerated; and
- New, tough sanctions for drunk driving.

Massachusetts is not alone. Jails and prisons throughout the United States are burgeoning with inmates, outstripping the capacity of their institutions. A majority of the states are now facing court orders to alleviate prison overcrowding, and there has been a growing trend in other states of court-ordered release when population exceeds capacity.

III. Prison Overcrowding Plan

The prison expansion process is bristling with challenges. Complex siting issues, lengthy design and construction requirements and antiquated existing facilities demand careful attention and thorough planning. A total of 1,166 beds were added to capacity between 1983 and 1986 (866 permanent beds and 300 modular temporary beds), and we anticipate completion of over 2,300 new beds by the end of 1989, as illustrated in Table 3.*

Table 3: STATE AND COUNTY CORRECTIONAL SYSTEM CAPACITY

<u>YEAR</u>	<u>NET NEW BEDS</u>	<u>SYSTEM DESIGN CAPACITY</u>	<u>TEMPORARY BED CAPACITY</u>	<u>CUMULATIVE TOTAL</u>
1986	-	7,129	1,718	8,847
1987	814	7,943	1,837	9,780
1988	690	8,633	2,037	10,670
1989	823	9,456	1,232	10,688
1990	394	9,850	933	10,783
1991	99	9,949	933	10,882
1992	1,205	11,154	260	11,414
1993	420	11,574	0	11,574

Expedited construction is a top priority of the Administration's plan for eliminating overcrowding. The Division of Capital Planning and Operations (DCPO) is currently guiding the development of 26 construction and renovation projects. A special unit within DCPO, authorized by Special Message I, has been charged exclusively with active management of capacity expansion, identifying and utilizing innovative methods for accelerated and cost-effective production wherever possible. For example:

- Bonus incentives will be offered as part of every design and construction agreement, to encourage timely completion, adherence to the budget, and minimal changes while the work is in progress.

* See Appendix II for a chronology of project completion dates from 1983 through 1993.

- Four projects have received legislative authorization to proceed with a "design-build" approach to development. This approach, under which the designer and builder are selected as a team, not only ensures higher quality by virtue of cooperative planning and shared expertise, but may reduce the total project length by as much as two years. Authorization for use of the design build method on additional projects could greatly accelerate the timetable for a given project.
- Phased construction, by which the design documents are produced in stages and turned over to the contractor for simultaneous construction work, is being actively explored as a time-saving option.
- DCPO will play an active, on-site management role in the construction phase of several projects, thereby ensuring minimal delay and protecting the interests of the Commonwealth.

The Administration's inter-agency policy group not only has continued to monitor the implementation process but has also strived to preserve the greatest possible flexibility in order to respond to new issues and changing needs. Since the submission and passage of Special Message I and Special Message II, several components of the plan have undergone significant changes. Those changes and updates on affected projects, are outlined below.

A. POLICY CONSIDERATIONS

1. BED CAPACITY

The Department of Correction has issued a new daily population count sheet (attached as Appendix III) which reflects changes in facility capacity. Differences in correctional facility capacity figures from those cited in earlier reports can be attributed to three factors: 1) recent renovations or additions not previously included; 2) a verified re-assessment of county capacity; and 3) a shift from the use of "rated capacity" figures to the use of "design capacity" figures as is the practice in other states. This latter change in how capacity is now reported is intended to ensure an accurate description of all the actual beds in system as a whole.

Sound correctional practice dictates that medium- and maximum-security facilities be considered "full," operating at

"rated capacity," when the population reaches 90% of the total capacity for which each facility was designed. The validity of rated capacity as a measure of crowding has not diminished, and it must not be inferred that the 10% increase in capacity figures for medium and maximum security facilities represents an ability to house 10% more inmates than in previous years. Rather, we now have defined capacity for all institutions as the actual number of prison beds in existence.

2. NEW VERSUS REPLACEMENT BEDS

As we add to the capacity of our jails and prisons by expanding existing facilities and building new ones, we are also replacing outdated beds that no longer meet correctional standards. Therefore, some beds will be counted as new beds and some as replacement. The bed capacity in Hampden, Norfolk, Essex and Bristol counties will be counted essentially as 1/2 new and 1/2 replacement as we are eliminating the old facilities and building new, expanded facilities. The 500 bed medium security facility at MCI-Shirley was originally conceived as 280 expansion beds and 220 beds to replace the anticipated loss of capacity at the existing facility. Our expectation in preparing Special Message I was that we would retire beds in the system and reduce the size of some of our largest institutions at some time in the future. Given both the dramatic increases in the population and the fact that the medium security facility at MCI-Shirley will be a free standing, new facility, this project is now being considered a 500 bed addition to permanent capacity.

3. MODULARS

Modular units were originally considered as temporary, short-term relief to overcrowding. Now, however, technological advances in modular construction have expanded the life expectancy of these units, up to 20 years, and have brought them into conformance with American Correctional Association (ACA) and Massachusetts correctional building standards. The 300 short term modulars installed in 1983 and currently in place at NCCI, SECC, Framingham and Norfolk will continue to be considered short term capacity. Of the 844 new modulars currently in the pipeline, the 200 modulars to be erected at the Deer Island House of Correction, the 59 modulars at the Charles Street Jail and the 60 modulars in Hampden County are targeted as temporary relief, to be retired upon completion of the new county facilities and replaced with new permanent beds. The remaining 525 modulars will be maintained as long-term capacity under a five year renewable leasing arrangement, which will permit periodic replacement and upgrading as the technology improves, of the units.

4. NEW INITIATIVES

As the population of both the state and county systems continues to escalate, we are exploring additional steps to further increase the capacity of our correctional facilities. Immediate and future capacity needs are being carefully evaluated, and a number of options are currently being examined to increase capacity by another 1,000 beds. These options include the further use of modular units at county sites, siting additional DUI facilities and establishing another 500 bed medium security facility.

B. SPECIFIC PROJECT UPDATES

1. NEW FACILITIES

CONTRACT PRE-RELEASE BEDS

The Department of Correction's classification system allows inmates to move through security levels (maximum, medium, minimum) and eventually to pre-release status. To ensure that enough beds are available at all security levels, and that inmates are able to move through the system without a bottleneck, money has been allocated by the Legislature to the Department for pre-release expansion. The addition of 100 contract pre-release beds is an integral part of the expansion of state capacity. Siting difficulties have precluded private vendors from advancing proposals in response to the original RFP, however, and the Department has now developed an alternative strategy calling for state siting and Department of Correction program operation. Requests For Proposals designed with these new criteria have been advertised.

WOMEN'S TREATMENT BEDS

The Department of Correction received one response to its Request For Proposals (RFP) for a 100 bed substance abuse treatment facility for women. The Department is reviewing this proposal for approximately 50 beds and will make a decision in the near future. The Department will be re-issuing the RFP for the remaining beds.

SOUTHEASTERN CORRECTIONAL CENTER AT BRIDGEWATER

This project was funded in a capital outlay budget to the Department of Correction for a new, expanded facility prior to Special Message I. The new SECC will have a capacity of 428 (229 new beds and 199 replacement beds). The project, managed by the Division of Capital Planning and Operations, is scheduled to be completed by July of 1987 and to be fully operational by early Fall.

2. EXPANSION

REGIONAL WOMEN'S HOUSE(S) OF CORRECTION

The Senate added \$24 million to Special Message I for regional women's house(s) of correction. Current plans call for the addition of female capacity to several county expansion projects already in the pipeline rather than the creation of one or more separate, free-standing women's facilities. The new county facilities in Essex, Bristol, Hampden and Suffolk counties have been targeted for regional women's housing.

WESTERN MASSACHUSETTS BEDS FOR WOMEN

The majority of women in both state and county correctional systems serve their sentences at MCI-Framingham because the county facilities have generally been unable to accommodate women. Special Message I called for contracting with county sheriffs and private vendors for 50 beds for women in Western Massachusetts. The purpose of this initiative was to absorb some of the overcrowding from MCI-Framingham and to enhance the reintegration and rehabilitation processes by having women serve their sentences closer to their families and their communities.

Twenty-eight beds in Western Massachusetts have been established for female offenders: Hampshire County - 6 Awaiting Trial beds; Franklin County - 2 beds (to be expanded to 5 after capital improvements); Berkshire County - 7 Awaiting Trial and committed beds; and Hampden County - 13 beds at the Western Massachusetts Alcohol Center.

Because of increasing commitments to the counties, and the antiquated conditions of many of the county facilities, the goal of 50 Western Massachusetts beds for women is not immediately attainable. A portion of the Special Message I allocation for regional women's beds (see above), however, will enable us to meet this objective.

MCI-LANCASTER

Plans for a 60 bed expansion of MCI-Lancaster call for Department of Correction use of a existing building on the grounds which is currently occupied by the Robert F. Kennedy Action Corps program. The Administration is actively exploring options to expedite relocation of the program.

CHARLOTTE HOUSE

The Department of Correction contracts with Charlotte House for 15 pre-release beds. Special Message I included a plan for

expanding this contract program by an additional 15 beds. These beds will not be brought on line, however, because the vendor was unable to secure either a site or community approval for program expansion. Charlotte House continues to provide 15 pre-release beds for women.

HODDER HOUSE AT MCI-FRAMINGHAM

A new pre-release center for female offenders at MCI-Framingham, Hodder House, was opened in December 1985. Hodder House has bed space for 35 women, and these beds are now included as part of our permanent capacity.

Other expansion plans for state correctional facilities, funded in a capital outlay budget to the Department of Correction prior to Special Message I include 50 new beds at MCI-Plymouth scheduled for completion in 1988; 240 new beds at NCCI Gardner; 128 beds at MCI-Framingham; and 75 beds at the Boston Pre-Release Center with all three projects to be completed in 1989; and 99 beds at MCI-Cedar Junction to be completed in 1991.

3. IMMEDIATE CAPACITY

The development of immediate capacity, to relieve crowding while long-term expansion is in progress, is a crucial element of our plan. Several projects currently in the pipeline will make substantial progress toward meeting our immediate capacity needs by the end of the year. Because of the continually escalating population, however, we are actively exploring options for creating still more bedspace, above and beyond the measures outlined below.

STATUS OF MODULARS

A total of 844 beds will be created by the addition of modular housing units currently in the pipeline. By the close of 1987, we will have 569 of these beds on line (305 state/264 county), and the remaining 275 (175 state/100 county) will be brought on line very shortly thereafter.

As discussed earlier in this report, not only do these leased, pre-fabricated housing units provide a timely solution to our immediate capacity needs, but the majority (525) of them will also be suitable as permanent housing additions. The 319 modular units targeted for the Charles Street Jail (funded under the County Financial Assistance Grant Program) and for the Hampden County and Deer Island Houses of Correction (both funded under Special Message II) are temporary, to be replaced by permanent beds in the new, expanded county facilities.

COUNTY BED RENTAL

The rental of 100 county beds for state inmates was included in Special Message I as part of the plan for short term relief for the state system. The Department of Correction planned to rent these beds from Hampshire (50), Worcester (25), and Middlesex (25) Houses of Correction at a rate of \$25 per day or \$9,125 annually. Thirty (30) beds have been rented from Hampshire county. Increased commitments to the counties have eliminated all surplus bed space, and the option of renting additional beds from the counties is no longer viable.

4. PRESERVING EXISTING CAPACITY

Many of the Commonwealth's correctional facilities are antiquated. While we undertake capacity expansion, therefore, we are taking great care to ensure that our existing capacity is preserved through maintenance, renovation and replacement. Among the steps taken to preserve existing capacity are:

- \$30 million appropriation through Special Message I for the repair and maintenance of existing DOC facilities;
- \$10 million in deferred maintenance funds from Special Message I for county facilities, which will be distributed following a needs assessment by the Division of Capital Planning and Operations to be conducted this spring; and
- Eleven construction projects currently in the pipeline, which include 2,000 beds earmarked to replace beds which will be retired from the system due to age and condition.

The above 2,000 replacement beds include 200 replacement beds that will come on line within 6 months at SECC, construction of over 300 additional replacement beds that will begin by the end of 1987, with the remaining projects in the study or design stages of the construction process.

As the population continues to escalate, preservation of existing capacity becomes an increasingly critical component of adequate management. Replacement of a number of beds originally targeted for retirement, but which have not outlived their usefulness, has been deferred for the foreseeable future. In this way, we plan to get maximum usage of existing bedspace while further expanding new permanent capacity.

5. PROGRAMMING

Reference was made in both Special Messages to the contribution expanded programming can make to relieving crowding. We continue to support program development as a complement to capital expansion. Significant progress on two such projects is described below.

SUPPLE

Under the Department of Correction's SUPPLE (Supervised Under Pre-Parole Living Environment) program, carefully screened pre-release residents whose paroles are imminent (within 90 days of parole, a confirmed discharge date or parole reserve date) reside at home but are required to report in at the pre-release center daily. Activities of these offenders are monitored closely by pre-release staff, and participants are required to continue their employment, education and counseling programs.

The program operates out of the Park Drive, Norfolk and South Middlesex pre-release centers. Expansion of this program has yielded a savings of 20 state beds at no additional operating or capital costs.

INTENSIVE PAROLE SUPERVISION PROGRAM

The establishment of an Intensive Parole Supervision (IPS) program was funded by the Legislature under Special Message I. An innovation for the Parole Board, IPS allows selected higher risk offenders to serve the balance of their sentences in the community under stricter conditions than those imposed by regular parole. The objectives of the program are to increase parole eligibility for some higher risk offenders, to enhance public safety through increased supervision, to increase the likelihood of the offender's successful re-entry into the community by providing more structure and support, and to maximize the use of community-based support services.

The IPS program employs a team approach to supervision, with two parole officers sharing a caseload of 25 parolees. The reduced caseloads are designed to allow the parole officer to monitor a parolee's activities more closely than if he were under standard supervision. The program will provide the Parole Board with an added supervision option that will allow greater flexibility in dealing with more problematic cases.

With the assistance of the Crime and Justice Foundation, a task force on intensive parole supervision has completed a program manual for the IPS program. Staff has been hired for the program, which will initially serve 50 parolees in the city of Boston.

6. ALTERNATIVES TO INCARCERATION

Through Special Message I, the Governor created the Special Commission on Correction Alternatives to identify strategies for punishment, surveillance and treatment of offenders outside prison walls in a manner that discourages recidivism. The Commission sought programs which would ensure that limited cell space available in the Commonwealth would be reserved for higher risk offenders, and that supervision of lower risk offenders would be accomplished in a manner consistent with public safety concerns and reintegration into the community. In July of 1986, the Commission submitted its findings and recommendations to the Governor.

Alternatives, such as day supervision centers and pre-trial diversion programs, are important components of a balanced approach to alleviating overcrowding in jails and prisons. The impact of such programs would be realized as bed savings, i.e. such programs save on the number of beds that need to be constructed but do not constitute additions to permanent bed capacity. A bed savings of up to two hundred and fifty (250) beds is expected from implementation of proposals developed by the Governor's Special Commission on Correction Alternatives. Funding for the implementation of alternatives has been requested for FY '88.

DAY SUPERVISION CENTERS

The use of day supervision centers is a new concept for the field of corrections, and they are modeled after the British "day reporting centers" which work mainly with the chronically unemployed, homeless, or the mentally ill individual. The use of day supervision centers in Massachusetts is one of the recommendations of the Special Commission on Correction Alternatives. The goals of the day supervision centers are to provide restraint, reparation, diagnostics, recidivism reduction and structured rehabilitation activities for offenders.

Consulting with the Crime and Justice Foundation, and with \$125,000 funding from the Department of Correction, the Hampden County Sheriff's Department opened the Springfield Day Supervision Center in October of 1986. The program is primarily directed towards pre-release inmates who are within 60 days of their expected release date and must have an approved sponsor, residence, employment, treatment plan, financial plan and surveillance plan. The program yields a savings of 50 beds.

Several other counties are exploring the use of day supervision centers. If used predominantly for those who would otherwise be incarcerated, day supervision centers can provide additional flexibility and enhanced community integration opportunities to our correctional systems.

7. STATE ASSISTANCE

Three programs currently in operation provide state financial assistance to counties and communities to ease the burdens associated with correctional system expansion.

CHAPTER 347 - COUNTY FINANCIAL ASSISTANCE GRANT PROGRAM

Chapter 347 of the Acts of 1982 appropriated \$50 million for the specific purpose of renovating and/or expanding the county jails and houses of correction. The money is designated for "...feasibility studies or projects to acquire land, construct, design, plan, reconstruct, rehabilitate, renovate, modernize, complete, demolish, or expand a facility for the use as a county correctional facility, or the purchase of equipment or furnishings for such facility." Another \$1 million was added to the \$50 million pool under Chapter 723 of the Acts of 1983 for the funding of studies and design plans.

Almost all of the counties in the Commonwealth have received financial support under this program. The grants have addressed a wide range of needs with a focus on bed capacity expansion, conformance to life-safety code requirements, and court-ordered improvements. Projects under this grant program include:

Barnstable County: A grant was made for the design and renovation of the dairy barn. The renovations are necessary to maintain the dairy operation that provides milk for both the jail and house of correction.

Berkshire County: Mandated under Chapter 723 of the Acts of 1983, a study of life-safety code renovations to the jail was completed. Funding for final design and construction has been approved and the final design phase of the project has begun. The estimated completion date is 1987.

Bristol County: Three separate projects are being funded, including renovation work to the existing facility, construction of a mandated new jail and house of correction, and the purchase of the old St. Mary's home for use as a minimum security program for alcoholic offenders.

Essex County: Grant projects underway include renovations at the Lawrence House of Correction and a study for a new facility to replace the existing Lawrence and Salem facilities. An award has been made to the Lawrence Correctional Alternative Center (LCAC) for the purchase of fire-safety equipment, and the funding of a feasibility study.

Franklin County: Grant money for the study of renovations to the jail and house of correction have been approved, and a study has been completed that focused on compliance with life-safety code requirements, visiting and day-space improvements, and bed capacity expansion. A funding request for construction is now pending.

Hampden County: Three major projects received money under this grant program, but two of the projects were placed on hold pending the proposal to build a new jail in lieu of major renovations to the existing facility. The county is now conducting a site search for a new facility. The third project involved the purchase of furnishings and equipment for the recreational building and for removal of asbestos at the existing jail.

Hampshire County: Funding from this program supported the construction of the new Hampshire County Jail and House of Correction, which was completed in 1985. This facility replaced the existing 100-bed jail and house of correction and added 50 new beds to the system. A feasibility study for an automotive garage has been funded and completed. This structure will garage vehicles, be used as storage space, and also contain an inmate program area.

Norfolk County: Projects underway include life-safety code renovations to the existing jail and house of correction and a study for a new facility. Additional funding was awarded to supplement the feasibility study for the new jail and house of correction.

Plymouth County: Approval was given to study life-safety improvements and construction of an additional housing unit at the Plymouth County Jail and House of Correction.

Suffolk County: To expand the capacity of the Charles Street Jail, 59 modular units were funded and are to be brought on line in May of 1987.

We also have worked closely with the City of Boston's Penal Department in preparing a funding request for repairs and court-ordered improvements to the Deer Island House of Correction.

Worcester County: Construction of two new inmate housing units was completed at the Worcester County Jail and House of Correction in 1984. These units expanded the facility's capacity by 128 beds and helped the county implement a court-ordered plan to reduce overcrowding.

COUNTY OPERATIONAL GRANT PROGRAM - CHAPTER 140

Chapter 140 of the Acts of 1985 allocated \$1 million to the Executive Office of Human Services to administer the County Operational Grant Program. The purpose of this program is to provide the counties with operational funding to establish or expand minimum security facilities, pre-release facilities, and other programs to reduce the level of overcrowding. Counties or private community-based organizations may administer programs which can include:

- Specialized probation or parole services;
- Pre-trial alternatives to detention;
- Community service programs; and
- Management information systems designed to improve the ability of the counties to identify and monitor individuals programs for detention or incarceration alternatives.

To encourage inter-agency responsibility in addressing overcrowding, a stipulation requires each county receiving money to establish an Overcrowding Action Council charged with creating comprehensive measures to deal with overcrowding. In Fiscal Year 1987, this grant program is funded for \$3.3 million dollars, further increasing the services to the overburdened county correctional system. To date, the program has supported the creation of nearly 300 county beds.

MUNICIPAL INFRASTRUCTURE GRANT PROGRAM

The presence of a prison can result in additional burdens on a host community. Traditional services, such as roads, water supply, and fire and police protection, are often supplied to the prison by the host community. The Senate added to Special Message I a \$15 million grant pool for infrastructure improvements to cities and towns hosting major prison expansion projects.

The Executive Office of Human Services is responsible for the promulgation of the regulations and the administration of the grants. The rules and regulations governing this grant program have been completed and an application form is being prepared. Additionally, a public hearing was held to receive input from interested parties on the regulations.

V. CONCLUSION

The Administration and the Legislature share a steadfast commitment to end overcrowding in the Commonwealth's correctional institutions. The successful resolution of many potentially divisive issues, such as the siting of new facilities, is a testament to the depth and sincerity of the commitment from both branches. It is our intention to preserve the strength of this pivotal partnership by keeping the Legislature apprised of our progress, our problems and our goals.

Prison overcrowding results from complex and continually changing circumstances, and it thus demands a multi-faceted response to the problem. Our inter-agency policy group has forged the plan we have described with an eye to both creativity and flexibility. We have sought to accelerate construction, by using alternative methods, without compromising the quality of the product or the integrity of the process. We have carefully balanced our plan to ensure that no jurisdiction or offender population is neglected while at the same time anticipating changing needs. We have strived to maximize use of existing and available resources in a cost-effective but expeditious manner.

We continue to move forward. It is our belief that the expansion plan we have developed is comprehensive, balanced and promising. Flexibility, however, is the key to the eradication of overcrowding, and we will continue to pursue programmatic responses, explore additional creative solutions, and respond to new issues as they arise. Our commitment is strong, and the framework is in place; with the support of the Legislature, we can meet the challenge and eliminate prison overcrowding in the Commonwealth.

V. APPENDICES

APPENDIX I.
PRISON BED PROJECTS

APPENDIX I: PERMANENT PRISON BED PROJECTS

Special Message I

State Projects

	<u>New Beds</u>	<u>Replacement Beds</u>	<u>Total Beds</u>
MCI-Concord	240	0	240
MCI-Plymouth	50	0	50
Bay State Minimum	76	72	148
S. Middlesex Pre-Release	50	0	50
MCI-Warwick	50	50	100
Norfolk Pre-Release	51	0	51
NCCI	88	0	88
Bristol County HOC(State)	100	0	100
MCI-Lancaster	50	0	50
Contract Pre-Release	100	0	100
Sub-totals	<u>855</u>	<u>122</u>	<u>977</u>

County Projects

	<u>New Beds</u>	<u>Replacement Beds</u>	<u>Total Beds</u>
Bristol County Jail/HOC	24	236	260
Charles Street Jail	169	266	435
Norfolk County Jail & HOC	182	72	254
Essex County Facility	263	237	500
Sub-totals	<u>638</u>	<u>811</u>	<u>1449</u>
State & County Totals	1493	933	2426

Special Message II

	<u>New Beds</u>	<u>Replacement Beds</u>	<u>Total Beds</u>
<u>Capital Budget</u>			
Suffolk County HOC	232	338	570
Hampden County Jail/HOC	188	312	500
Two State Facilities	1000	0	1000
	<u>1420</u>	<u>650</u>	<u>2070</u>
<u>Operating Budget (FY'87)</u>			
Modulars (Long-Term)	525	0	525
MCI-Lancaster	60	0	60
Women's Treatment Prog.	100	0	100
	<u>685</u>	<u>0</u>	<u>685</u>
Totals	<u>2105</u>	<u>650</u>	<u>2755</u>

OTHER DOC CAPITAL FUNDS

<u>State Project</u>	<u>New Beds</u>	<u>Replacement Beds</u>	<u>Total Beds</u>
NCCI (Gardner)	240	0	240
SECC	229	199	428
MCI-Framingham	109	19	128
Boston Pre-Release	20	55	75
Cedar Junction	99	0	99
MCI-Plymouth	<u>50</u>	<u>0</u>	<u>50</u>
Total	747	273	1020

ADDITIONAL OPERATING BUDGET EXPANSION

<u>County Operational Grant Program</u>	<u>New Beds</u>
Eastern Mass. Corr. Alcohol Center	100
TOTAL	100

3/31/87

COUNTY CAPACITY

<u>County</u>	<u>Beds</u>
Barnstable	110
Berkshire	107
Bristol	236
Charles Street	266
Dukes	13
E. Cambridge	161
Lawrence	117
LCAC	135
Salem	120
Franklin	63
Hampden	312
Hampshire	118
Billerica	431
Norfolk	72
Plymouth	157
Deer Island	338
Worcester	490
W. Mass Correctional Alcohol T.C.	125
Longwood Treatment Center	<u>125</u>
Total	3496

Capacity of the county correctional facilities is based on a survey conducted by the Department of Correction to verify county capacity and update the county population count sheet. The total design capacity of each county facility was self-reported by the Sheriff of each county.

APPENDIX II.
CHRONOLOGY OF PROJECT COMPLETIONS

APPENDIX II: CHRONOLOGY OF PROJECT COMPLETIONS

A. NEW PERMANENT BED PROJECTS

<u>YEAR</u>	<u>FACILITY</u>	<u>NUMBER OF NEW BEDS</u>
<u>STATE</u>		
1983	MCI-Norfolk	90
	MHHI Contract Pre-Release	20
<u>COUNTY</u>		
1983	none	
	TOTAL	110
<u>STATE</u>		
1984	MCI-Shirley	70
	Hillside House	20
<u>COUNTY</u>		
1984	none	
	TOTAL	90
<u>STATE</u>		
1985	SECC	18
	Hodder House	35
<u>COUNTY</u>		
1985	Hampshire County	50
	Worcester County	128
	Longwood DUI	125
	Western Mass. DUI	125
	TOTAL	481
<u>STATE</u>		
1986	MCI-Shirley	100
<u>COUNTY</u>		
1986	Berkshire County Pre-Release	10
	Essex County - LCAC Expansion	75
	TOTAL	185

<u>YEAR</u>	<u>FACILITY</u>	<u>NUMBER OF NEW BEDS</u>
<u>STATE</u>		
1987	Women's Substance Abuse Trtmt.	100
	Bristol County	25
	New Medium	229
	Contract Pre-Release	100
	MCI-Lancaster (Renovations)	50
	MCI-Lancaster (Expansion)	60
<u>COUNTY</u>		
1987	Bristol	75
	TOTAL	639
	<u>LONG-TERM MODULARS</u>	
	Hampshire County	100
	SECC	75
	TOTAL	814
<u>STATE</u>		
1988	Plymouth (Beds and Food Service)	50
	MCI-Concord	240
	S. Middlesex Pre-Release	50
	<u>LONG-TERM MODULARS</u>	
	Plymouth County	150
	Middlesex County	200
	TOTAL	690
<u>STATE</u>		
1989	Plymouth	50
	Central Mass.	240
	Bay State	76
	Boston Pre-Release	20
	North Central Correctional	328
	MCI-Framingham	109
<u>COUNTY</u>		
1989	none	
	TOTAL	823

<u>YEAR</u>	<u>FACILITY</u>	<u>NUMBER OF NEW BEDS</u>
<u>STATE</u> 1990	MCI-Warwick	50
	Norfolk Pre-Release	51
<u>COUNTY</u> 1990	Bristol County	124
	Suffolk County Jail	169
	TOTAL	394
<u>STATE</u> 1991	MCI-Cedar Junction DSU and Orientation	99
<u>COUNTY</u> 1991	None	
	TOTAL	99
<u>STATE</u> 1992	MCI-Shirley	500
	Central Mass. Phase II	260
<u>COUNTY</u> 1992	Norfolk County	182
	Essex County	263
	TOTAL	1205
<u>STATE</u> 1993	None	
<u>COUNTY</u> 1993	Suffolk County	232
	Hampden County	188
	<u>TOTAL</u>	<u>420</u>
	GRAND TOTAL	5,311

B. TEMPORARY BEDS

EXISTING TEMPORARY STATE BEDS

<u>FACILITY</u>	<u>NUMBER OF TEMPORARY BEDS</u>
MCI-Framingham	91
MCI-Concord	348
MCI-Norfolk	237
North Central Correctional Insitution	305
Southeastern Correctional Institution	253
Bay State	72
NCC at Concord	41
MCI-Lancaster	75
MCI-Plymouth	51
MCI-Shirley	67
B.S.P.C	36
N.P.C.	25
South Middlesex Pre-Release	30
TOTAL STATE TEMPORARY BEDS	1631

Note: The Department of Correction has established these temporary beds at state facilities through the use of modular housing units, limited double bunking, and conversion of program space into beds until permanent construction of new facilities and expansion of existing facilities is completed. Neither these figures nor the temporary county figures include the nearly 2000 state and county beds which are clearly unacceptable and will be the first to be decommissioned.

TEMPORARY COUNTY BEDS

<u>YEAR</u>	<u>FACILITY</u>	<u>NUMBER OF TEMPORARY BEDS</u>
1986	Braintree Altern. Center	52
	Norfolk County Contract	20
	Charles St. Jail Contract	15
	TOTAL	87
1987	Charles St. Modulares	59
	Hampden County Modulares	60
	TOTAL	119
1988	Deer Island Modulares	200
	TOTAL	200
	TOTAL COUNTY TEMPORARY BEDS	406
	GRAND TOTAL STATE & COUNTY TEMPORARY BEDS	2037

Note: County temporary beds includes only state funded projects.

APPENDIX III.

DEPARTMENT OF CORRECTION COUNT SHEET

FACILITY	DESIGN CAPACITY	FACILITY OCCUP.	% OCCU. VS. RATED CAPAC.	*This is design capacity Managerial goal is Rated capacity which is 90% of design capacity
MAXIMUM SECURITY				
DSU@WALPOLE	60			
DSU@NORFOLK	31			
MCI@FRAMINGHAM-ATU(FEMALE)	19			
MCI-CEDAR JUNCTION@WALPOLE)	576			
SUB TOTAL	686*			
MEDIUM SECURITY				
MCI@CONCORD	283			
MCI@FRAMINGHAM(FEMALE)	136			
MCI@NORFOLK	888			
N.C.C.I.@GARDNER	184			
S.E.C.C.@BRIDGEWATER	199			Med+ Min
SUB TOTAL:	1,690*			
MINIMUM SECURITY				
BAY STATE CT.@NORFOLK	72			
MEDFIELD P.P.@MEDFIELD	36			
N.C.C.@CONCORD	152			
SUB TOTAL:	260			
MINIMUM PRE-RELEASE SECURITY				
MCI@LANCASTER(MALE)	70			Min+ Pre
MCI@LANCASTER(FEMALE)	25			Min+ Pre
MCI@PLYMOUTH	51			Min+ Pre
MCI@SHIRLEY	350			Min+ Pre
MCI@WARWICK	50			Min+ Pre
HODDERCOTTAGE@FRAMINGHAM	35			Min+ Pre
SUB TOTAL:	581			Min+ Pre
PRE-RELEASE SECURITY				
BOSTON STATE PRE.@BOSTON	55			
NORFOLK PRE@NORFOLK	26			
PARK DRIVE PRE@BOSTON	50			
S.M.P.R.C.@FRAMINGHAM	75			
SUB TOTAL:	206			
SUB TOTAL DOC:				
	3,423			
CONTRACT BEDS				
MASS. HALFWAY HOUSES INC.	115			Parole purchases 10 beds are filled.
THERAPEUTIC COMMUNITY				
Hillside House	10			
	40			
CHARLOTTE HOUSE	15			
HAMPSHIRE COUNTY CONTRACT	30			Pre+ Min+ Med
SUB TOTAL:	210			
DOC/INMATE TOTAL:				
	3,633			
MCI@BRIDGEWATER STATE HOSP.				
TREATMENT CENTER FOR S.D.P.	337			
ADDICTION CT.@BRIDGEWATER	216			
LONGWOOD-OUI@BOSTON(MALE)	430			
LONGWOOD-OUI@BOSTON(FEMALE)	119			Min+ Pre
	6			Min+ Pre
SUB TOTAL:	1,108			
DOC GRAND TOTAL:				
	4,741			
HOUSE OF CORRECTION				
SHATTUCK HOSP.CORRECT UNIT	0			WR MAX MED MIN PRE
FEDERAL BUREAU PRISONS	19			inmates accounted for in facility count.
INTERSTATES	-			count varies
	-			count varies

COUNTY INMATES AT DOC				
NORFOLK COUNTY	=	MED+	MIN+	PRE
SUFFOLK COUNTY	=	MED+	MIN+	PRE

DAILY COUNTY COUNT SHEET

Revised:

Date: _____

COUNTY	DESIGN CAPAC.	H OF C OCCUP. (Sent.) Male/Female	JAIL OCCUP. (Pre-Sent.) Male/Female	TOTAL FACILITY OCCUP.	% OCCUP vs. DESIGN CAPAC.
BARNSTABLE	110				
BERKSHIRE	107				
BRISTOL	236				
DUKES	13				
ESSEX:					
Lawrence	117				
C.A.C.	135				
Salem	120				
FRANKLIN	63				
HAMPDEN:					
York St.	312				
W.M.C.A.C.	125				
HAMPSHIRE	148				
MIDDLESEX:					
E. Camb.	161				
Billerica	431				
NORFOLK:					
Dedham	72				
Braintree	41				
Contract	25				
PLYMOUTH	157				
SUFFOLK:					
Jail	266				
Contract	15				
Deer Isl.	338				
WORCESTER	490				
TOTAL (Male/Female)	3482				

NOTE: 1.Design Capacity includes Contract Beds. 2.Design Capacity does not include Temporary Beds.

